

Handbook
on

NATIONAL SECURITY COUNCIL FUNCTIONS AND PROCEDURES



DEPARTMENT OF STATE

May 1, 1952

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This handbook has been prepared in the Executive Secretariat for the use of departmental officers involved in work connected with the National Security Council. It answers questions which are most frequently asked about the nature and organization of the NSC and sets forth departmental procedures for fulfilling the Department's role in the Council and Senior Staff. The handbook is designed to be used as a source of reference for information on the specific subjects listed in the Table of Contents.

W. J. McWILLIAMS
Director of the Executive Secretariat

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PART I

THE NATIONAL SECURITY COUNCIL AND ITS ORGANIZATION

A. Establishment and Functions

The National Security Council (NSC) was established by the National Security Act of 1947, as amended by the National Security Act of 1949, to "advise the President with respect to integration of domestic, foreign, and military policies relating to the national security" and to coordinate more effectively the policies and functions of the departments and agencies of the Government relating to the national security. The Council functions as the highest level policy advisory staff arm of the President. Specifically, it is the duty of the NSC:

"(1) to assess and appraise the objectives, commitments, and risks of the United States in relation to our actual and potential military power, in the interest of national security, for the purpose of making recommendations to the President in connection therewith; and

"(2) to consider policies on matters of common interest to the departments and agencies of the Government concerned with the national security, and to make recommendations to the President in connection therewith."

(Section 101(b) of the National Security Act of 1947)

Section 10 (a) (3) of the Atomic Energy Act, as amended by the 82nd Congress (Public Law 235), provides that the Atomic Energy Commission may, under certain conditions, enter into "specific arrangements involving the communication to another nation of restricted data on refining purification and subsequent treatment of source materials; reactor development; production of fissionable material; and research and development relating to the foregoing," provided that the President after securing the recommendation of the NSC makes certain determinations in writing incorporating the NSC recommendation.

The National Security Act also established the Central Intelligence Agency and made it the intelligence adviser to the NSC. The Central Intelligence Agency is the only operating agency which reports to the NSC. There have also been established under the Council, pursuant to the provisions of section 101 of the National Security Act, two permanent committees for the purpose of effecting more adequate and coordinated internal security. The first of these is the Interdepartmental Intelligence Conference, responsible for the coordination of the investigation of all domestic espionage, counter-espionage, sabotage, subversion, and other related intelligence matters affecting internal security. The second is the Interdepartmental Committee on Internal Security, responsible for coordinating all phases of the internal security field other than the functions under the purview of the Interdepartmental Intelligence Conference. The Psychological Strategy Board, established by Presidential directive, reports to the Council on the Board's activities and on its evaluation of the national psychological operations, including implementation of approved objectives, policies, and programs by the departments and agencies concerned.

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The Department of State has adhered to the concept of the NSC set forth in the memorandum to the Commission on Organization of the Executive Branch of the Government (the Hoover Commission) dated July 26, 1948. This memorandum was furnished to the Commission by Admiral Souers, then the NSC Executive Secretary, and was approved by the President.

... The Council does not determine policy or supervise operations, except for its responsibility for general direction of the Central Intelligence Agency. Nor is it an implementing agency, since execution and administration are the responsibility of the respective executive departments and agencies. The Council's function is to formulate national security policy for the consideration of the President. With complete freedom to accept, reject and amend the Council's advice and to consult with other members of his official family, it is the prerogative of the President to determine such policy and enforce it. The Council serves as a channel for collective advice and information to the President regarding the national security, which is a coherent and discrete part of the President's total responsibilities. Therefore, as an agency primarily useful to the President, the Council considers only matters requiring his attention. It avoids matters concerning interdepartmental coordination of operations or supervision of interdepartmental committees created for that purpose, except in the field of coordination of intelligence operations for which the Council is legally responsible.

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B. Composition and Operations

The organization of the NSC includes, in addition to the Council proper, an NSC staff headed by the NSC Executive Secretary.

1. The Council

The members of the Council by Statute are:

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The President (Chairman)
The Vice President
Secretary of State
Secretary of Defense
Director for Mutual Security
Chairman of National Security Resources Board

In practice, the President has asked that the Secretary of the Treasury and the Director for Defense Mobilization participate in all Council activities, and invites heads of other agencies to attend Council meetings when appropriate. The Chairman, Joint Chiefs of Staff, attends all Council meetings in connection with the responsibilities of the Joint Chiefs of Staff as the principal military advisers to the Council. Similarly, the Director of Central Intelligence attends all Council meetings as the principal adviser on intelligence matters to the NSC. At the request of the President, the Special Consultant to the President (Mr. Souers) also attends all Council meetings.

The National Security Act established the position of the Executive Secretary of the NSC. The Executive Secretary attends all Council meetings in addition to other duties mentioned herein.

It is the responsibility of the National Security Council:

- a. To be farsighted and forehanded in appraising the "objectives, commitments, and risks".
- b. To consider and recommend policies required to meet existing or anticipated situations affecting the national security.
- c. To make recommendations to the President for the purpose of more effectively coordinating the "policies and functions of the departments and agencies of the Government relating to the national security".
- d. To undertake special assignments as directed by the President.

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The Council meets regularly at 3:30 p.m. each Wednesday in the conference room of the White House to discuss the items scheduled for the week. The agenda, which is prepared by the Executive Secretary of the NSC and approved by the President includes, on an average, two policy papers for consideration and several progress reports or previously approved NSC decisions for noting. In discharging its duties in meetings, the Council may:

- a. Consider recommendations for the President.
- b. Take action on a policy statement by:
 - (1) approving.
 - (2) disapproving.
 - (3) modifying.
 - (4) referring it to the place of origin or to the agency or agencies most concerned for further work.
 - (5) referring it to the NSC Staff for revision or the preparation of a new report.
- c. Receive reports for the information of Council members.
- d. Note matters submitted to it, such as progress reports on approved NSC policies.

When the NSC has acted to approve a policy statement, this fact is reflected in the record of actions put out after each meeting by the NSC Executive Secretary. By taking this action, the Council recommends that the President approve the policy statement. Following the NSC meetings, the President receives and acts upon the recommendation of the Council, even though he was present at the time the Council took action. Although the President normally approves action recommended by the Council, the recommended policy statement does not have the status of approved governmental policy until notice of his approval is transmitted to the member agencies by the Executive Secretary. The time lapse between Council action and Presidential approval is normally 1 or 2 days. In the case of certain actions (e.g., actions concerning NSC organization and the approval of National Security Council Intelligence Directives), the President acts as a member of the Council, and, as a consequence, no separate notice of his approval is transmitted to the agencies concerned.

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2. The Senior Staff

The Council is assisted by a staff headed by an Executive Secretary and consisting of a small permanent staff and contributed staff from the departments and agencies participating in Council work. This contributed staff is made up of the Senior Staff, the Staff Assistants, and ad hoc staff groups and committees.

The members of the Senior Staff are designated by the President, based on the nomination of one individual each by the heads of the following departments and agencies:

Department of State
Department of Defense
Department of Treasury
National Security Resources Board
Joint Chiefs of Staff
Central Intelligence Agency
Office of the Director for Mutual Security
Office of Defense Mobilization
An adviser from the Psychological Strategy Board also attends Senior Staff meetings.

To enable members of the Council to discharge their individual and collective responsibilities, the NSC Staff is organized:

- a. To anticipate and identify problems and situations affecting the "objectives, commitments, and risks of the United States", and initiate action to provide the required analyses and draft policy statements for the consideration of the NSC.
- b. To facilitate the formulation of policies and expedite consideration of agreed recommendations thereon by marshaling the advice of their respective departments and agencies during the process of drafting policy recommendations; by endeavoring to achieve acceptable adjustments; by discussing differences; by avoiding undesirable compromises which conceal or gloss over real policy differences; by reducing differences to as clearly defined and as narrow an area as possible prior to reference to the NSC; and by briefing their Council members before NSC action.
- c. To secure maximum coordination of all policies and functions within the cognizance of the NSC by developing procedures designed to achieve close and informal contacts on all levels of policy formulation, thus assuring rapid, complete, and well-integrated preparation of the appraisals, assessments, and policies.

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The individual members of the staff must be in a position to reflect fully and accurately, so far as formulated, the views and considerations of their respective Council members, departments, and agencies, including the views of their professional personnel, of which, in the case of the Department of Defense, the Joint Chiefs of Staff is the highest authority. Without committing their respective department and agency heads, the staff attempts, so far as possible, to resolve differences of views, to refine and improve the draft definitions of national security policy, and, then unresolved, to state differences clearly and in a manner designed to facilitate consideration by the NSC.

3. The Staff Assistants

The Assistants to the Senior Staff members attend Senior Staff meetings and assist individual Senior Staff members on a full-time basis in the fulfillment of their responsibilities, handling departmental liaison, intra-departmental coordination drafting work, etc. The Staff Assistants are headed by a Coordinator, a member of the NSC Secretariat, and meet as a body under the collective direction of the Senior Staff. The Staff Assistants are contributed from:

- Department of State
- Department of Defense
- Department of Treasury
- Joint Chiefs of Staff
- Central Intelligence Agency
- National Security Resources Board
- Office of Defense Mobilization
- Office of the Director for Mutual Security
- Advisers from Army, Navy, and Air Force also
attend meetings of the Staff Assistants.

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PART II

NATURE OF THE PARTICIPATION OF THE DEPARTMENT OF STATE
IN THE NATIONAL SECURITY COUNCIL

Many NSC papers fall within the area of primary State Department responsibility. State initiates the majority of NSC studies and has responsibility for coordinating the implementation of most Council actions. In the absence of the President, the Secretary of State chairs the NSC; and, when both of these officers are absent, the Acting Secretary of State assumes the chair even though other full Cabinet members are present. No advisers accompany the Secretary or Acting Secretary to Council meetings except by express permission of the President.

A. Origin of Material for Consideration by the Council

It is possible that items may be submitted for NSC consideration to any of the three levels of the NSC: the Council itself, the Senior Staff, or the Staff Assistants. Because of the important role of the Department in implementing action of the NSC, however, it has been found desirable in practice for the Department to submit drafts to the Senior Staff level for initial consideration. Accordingly, the draft papers originating in the Department are submitted to the Executive Secretary of the NSC by the senior State member. Submission to the NSC in no way inhibits or substitutes for bilateral or multilateral inter-departmental consideration of the same or related problems.

In general, the nature of material to be submitted to the NSC must be consistent with the level of consideration given to all NSC projects. The following statement, submitted to the Hoover Commission, indicates the level of problems, within the general category of problems most directly affecting the national security, which are appropriate for transmission to the NSC: "The Council serves as a channel for collective advice and information to the President regarding the national security, which is an inherent and discrete part of the President's total responsibilities. Therefore, as an agency primarily useful to the President, the Council considers only matters requiring his attention. It avoids matters concerning interdepartmental coordination of operations or supervision of interdepartmental committees created for that purpose, except in the field of coordination of intelligence operations for which the Council is legally responsible."

There should be complete flexibility in the submission of items to the NSC, but the Department should follow the principle of submitting matters to the NSC at the earliest possible date and, whenever at all practicable, at the Senior Staff level in order to assure timely and fully coordinated staff work.

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The departmental decision to propose the introduction of a paper into the NSC is, of course, with the Secretary. The agenda and conduct of business of the NSC is determined by the President as Chairman. It is the prerogative of any Council member to request consideration of any security question, subject to the concurrence of the President as Chairman and to the Council's requirement that any paper bearing on a problem to be discussed or considered at a Council meeting will be circulated to the members at least 48 hours prior to the meeting and, except in exceptional circumstances, no item will be taken up unless there has been compliance with this rule of procedure.

B. Organization of the Department of State for the National Security Council

The point of concentration for the Department's total NSC effort at the President's request is a policy officer of the Department. The Counselor, therefore, has been designated by the President upon the nomination of the Secretary of State as the Senior Staff member. He is assisted by an alternate and a Staff Assistant. The functions of the Counselor's office with regard to the NSC are:

1. To represent the Department in the NSC Senior Staff.
2. To coordinate the Department's support of the NSC.
3. To secure through the Deputy Under Secretary (G) or other appropriate channels reconciliation of departmental views on proposed NSC policies.
4. To make, in collaboration with the Executive Secretariat and the Deputy Under Secretary (G), the appropriate assignment of action on NSC Staff projects and the prompt and effective discharge of such assignments by the Department.
5. To advise and brief the Secretary and Under Secretary on NSC matters.

Substantive officers of the Department, as an integral and inseparable part of their duties in their respective fields, assume responsibility for initiating matters for NSC consideration, for executing NSC assignments, and for seeing that the NSC is able to perform the statutory functions in connection with matters under the respective officers' policy jurisdiction. The Policy Planning Staff is responsible for the over-all and long-range planning in the Department's total contribution to the NSC and will review all papers submitted to the NSC.

These other officers of the Department will consult and work with the NSC Staff, but such liaison is under the auspices of the Counselor's office in order to ensure coordination and the expeditious handling of the Department's NSC responsibilities. The Counselor's office is also responsible for ensuring the presence of the Department's specialists at meetings of the NSC Staff working groups and committees when the services of these specialists are required.

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The Executive Secretariat, in close coordination with the office of the Counselor, undertakes the following functions on NSC matters:

1. Assigns action responsibility for Council documents to the bureau or area of the Department having primary interest and determines division of responsibility when two or more areas have a direct interest.
2. Makes distribution of all documents for the Council to the interested offices in the Department and receives requests for NSC documents through area staff assistants.
3. Informs the Department of matters under NSC consideration through such means as:
 - a. Distribution of excerpts from the NSC record of actions and NSC documents to the particular areas involved.
 - b. Inclusion of appropriate material in the secret and top secret summaries.
4. Arranges for the Secretary's briefings for NSC meetings.
5. Ensures that progress reports on NSC policy decisions are prepared in the proper form and that these reports are submitted to the Council at appropriate intervals.
6. Ensures adequate distribution of approved NSC documents to the field, including the United States representative to the North Atlantic Treaty Organization and the United States political advisers in the Allied Commands.
7. Prepares a consolidated report every 6 months on the status of all NSC papers and progress reports.

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PART III

DEPARTMENTAL PROCEDURES FOR NATIONAL SECURITY COUNCIL WORK

A. Distribution of National Security Council Documents and Document Security

Due to the fact that the majority of NSC documents deal with sensitive subjects affecting the national security and, if and when approved, represent policy approved by the President to be implemented by governmental agencies, these documents are normally very highly classified. In order to reduce security risks to the minimum, the NSC Secretariat distributes only a very limited number of copies of documents to the Department. It is necessary, therefore, that these documents be used by only those officials who need to know about the particular NSC problem and that a system be used which will best utilize the limited number of documents received by the Department.

The Executive Secretariat provides facilities for departmental distribution of documents for the Council and maintains records of all NSC documents received by the Department. The Executive Secretariat makes this distribution only to staff assistants who, in turn, maintain records of the location of those documents in their respective areas. All requests for NSC documents should be submitted to the staff assistant of the area in which the requesting officer serves, for transmission to the Executive Secretariat.

Action offices are also responsible for reviewing NSC papers continuously for security classification, and recommending re-classification of the substance (not the paper itself) when that is appropriate.

Documents used by the Senior Staff are not given general distribution since they do not contain final policy recommendations but are aids in the development of documents which will eventually be placed before the Council. The senior State member and his assistant receive copies of these documents and use them in consultations with officers in the Department responsible for formulating departmental positions and drafts for NSC projects.

On certain top secret NSC documents, the request is noted that special security precautions are to be taken in the handling of the enclosure to designate extremely sensitive material. These documents are given even more limited distribution than other NSC documents. Fewer copies of these documents are often received than those received for normal distribution.

B. Procedure for Submission of Material to the National Security Council

One of the prime functions of the senior State member of the NSC Staff (the Counselor) is to ensure that papers destined for any level of the NSC represent appropriately cleared departmental positions. It is necessary, therefore, that all papers intended for NSC consideration at whatever level be cleared through the Counselor's office. It is part of the Counselor's NSC function to determine the matters, the procedure, and the timing for transmission.

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C. Assignments from the National Security Council

When the President or the National Security Council through the NSC Staff has assigned to the Department of State the primary responsibility for the preparation of a draft on a subject under consideration, the State member of the Senior Staff shall make the assignment within the Department for the initial draft and shall set deadlines for the submission of this draft to the NSC. Notification of this assignment will in each case be made to the Deputy Under Secretary (G) and to the Policy Planning Staff. The bureau to which primary drafting responsibility has been assigned will undertake the necessary consultations inside the Department, which in all cases should included the Policy Planning Staff. The NSC Staff members in the office of the Counselor should be kept currently informed and will be ready at all times to assist in the preparation.

When it is desirable to consult with other agencies during the preparation of NSC drafts, the responsible drafting bureau will arrange for consultations through normal inter-agency channels. In connection with specific NSC papers, the NSC Staff members of the office of the Counselor can be useful in assisting the drafting bureau to get in touch with officials of other departments directly involved in NSC work. This procedure in no way affects the freedom and flexibility of regular inter-agency consultations, but is a means to keep the appropriate officials of other agencies informed of the development of draft NSC papers and provides assistance in determining the substantive officials in other agencies who are most directly concerned in the particular question.

When the responsible office in the Department has completed a preliminary draft which represents that bureau's views (after appropriate internal and inter-agency consultations), it should forward the draft to the office of the Counselor which will then be responsible for obtaining such further policy guidance or clearance as may be necessary at that stage for the development of a departmental position. In the event that there is a difference of views within the Department or if, in the opinion of the State senior NSC member, it requires higher clearance, a meeting of the departmental officers concerned will be arranged with the Deputy Under Secretary (G).

Once a State draft has been placed before the NSC Staff, revisions of a drafting nature will be done by the NSC Staff. In the event that important policy divisions are revealed in the NSC Staff discussion, it shall be the responsibility of the State senior member to bring such differences to the attention of the appropriate departmental officers. The paper as a whole will not ordinarily be brought back to the Department for redrafting except in cases of disagreements within the NSC requiring policy level reconsideration.

D. Reports to the National Security Council on Departmental Initiative

Occasions arise when a bureau of the Department considers it desirable to obtain Council action. In such cases, the office of the Counselor should be consulted in order (a) to examine whether there is a national security issue involved; (b) to determine if Council recommendations to the President are necessary; and (c) to advise on the form of the report. In any case when a bureau of the Department considers it desirable to obtain Council action, such a proposal should be submitted to the office of the Counselor which will be responsible for obtaining the views of the appropriate officials in the Department and for presenting the question to the NSC.

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E. Format for Policy Statements and Staff Studies

Statements of policy for the Council are prepared with the following heading:

STATEMENT OF POLICY

Proposed by The

NATIONAL SECURITY COUNCIL

on

(SUBJECT)

The draft statement of policy constitutes the Council's advice to the President on the subject and should reflect an integration of domestic, foreign, and military policies relating to the national security. The statement is usually put in the form, "The United States should . . .", but does not include operational matters or implementation instructions, since these are the responsibilities of the departments and agencies as directed by the President.

NSC staff studies are prepared according to the procedures regarding form set forth below. The heading should appear as follows:

NSC STAFF STUDY

on

(SUBJECT)

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The NSC staff study in support of the statement of policy should generally include the following sections:

1. THE PROBLEM. A clear, succinct statement of the problem to which the proposed statement of policy is addressed.
2. ANALYSIS. The analysis should include a statement of approved United States policies and other relevant facts bearing on the problem; an assessment and appraisal of the objectives, commitments, and risks of the United States with respect to the subject in relation to our actual and potential military power; and estimate of the situation based on the latest intelligence reports; a statement of United States objectives with respect to the subject; a statement of particular domestic, political, military, economic, and other factors involved; and an estimate of the possible developments in the situation, including an evaluation as to their relative probability.
3. ALTERNATE COURSES OF ACTION. An enumeration of possible courses of action with an analysis of the advantages and disadvantages of each in relation to United States national security interests. The analysis of alternate courses of action is particularly important in the NSC staff study in order to provide the President and other Council members some indication of choice of action, especially since the Council is being asked to adopt only the policy statement and not the whole staff study.
4. CONCLUSIONS. A balanced appraisal of all possible courses of action with reasons for selecting a particular one.

F. National Security Council Drafts Emanating from Other Agencies

NSC Staff drafts are distributed by the NSC Executive Secretary to the Department through the office of the Counselor. It is one of the functions of the office of the Counselor to identify the Department's interest in drafts from other agencies and to request the appropriate bureaus to prepare their views. These views should normally be in a memorandum addressed to the State Senior Staff member.

G. National Security Council Staff Meetings

The office of the Counselor will keep departmental bureaus with substantive interest in NSC Staff papers informed of Staff agenda. When appropriate, and after consultation with bureau chiefs concerned, the office of the Counselor will arrange for the State NSC Staff member to be accompanied by the competent officer of the Department at NSC Staff meetings.

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H. Progress Reports

Since NSC documents represent United States Government policy, it has been considered necessary to follow up approval of NSC policy statements with periodic progress reports setting forth the successes and failures of the policy in meeting the desired objectives and, particularly, to review such approved policies regularly in order to determine whether they need revision in the light of changing circumstances. The President designates the agency responsible for implementing the policy, as indicated in the covering memorandum from the Executive Secretary on all policy statements, and that agency is responsible for preparing progress reports. It occasionally happens that two agencies are given joint responsibility for implementation of the approved NSC documents. In such cases a joint progress report can be made merely by attaching to the report, in the form described below, a transmitting memorandum citing the directive assigning joint responsibility, signed by the heads of both responsible agencies. It may sometimes be necessary to prepare negative progress reports, although in every instance progress reports should reflect only important factors in the implementation of the policy. When action contemplated by the policy document is complete, a final progress report is written to indicate the final status of the project and to note that no further progress reports will be forthcoming. (See paragraph 4 below.)

1. Timing

The first progress report on approved NSC documents will be submitted within 60 days after the NSC policy has been approved and every 4 months thereafter even if the report is negative. It is the responsibility of the "action officer" to decide when and whether additional progress reports should be prepared for possible forwarding to the NSC. Such additional reports would probably be desirable whenever there appears to be a need for a change in the paper concerned, either through obsolescence or changed conditions which would require modification of the policy established by the document.

2. Form

The following is the agreed form for progress reports made by the Department to the National Security Council on NSC policies or actions for which the Secretary of State has been given coordinating responsibility:

MEMORANDUM FOR MR. JAMES S. LAY, JR.,
EXECUTIVE SECRETARY, NATIONAL SECURITY COUNCIL

Subject: First (to be numbered progressively) Progress
Report on NSC _____, "quote title".

"NSC _____ was approved as governmental policy on (date). It is requested that this progress report as of (date) be circulated to the members of the Council for their information." (No reference to NSC actions calling for progress reports is necessary.)

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3. Content

The body of the report should be in narrative style and as brief as possible. It should be borne in mind that it is for the President and his interested Cabinet officers and should be responsive to the policy statement. The following two general classes of information should be covered:

- a. Important actions completed, in process, or planned by the Department or by other departments or agencies under the coordination of the Secretary of State; important actions which have been suggested and rejected, together with a brief explanation; and important developments affecting favorably or unfavorably the policy or its implementation; and
- b. A brief assessment of the need, adequacy, and timeliness of the policy and of its implementation. While a progress report is not the proper vehicle for recommending specific changes in NSC policies, it should be used to indicate in a general way the respects in which existing policy is inadequate and needs review.

4. Final Progress Reports

To eliminate progress reporting on NSC papers when the action is complete, the bureau should end its last progress report with the following or a similar paragraph:

"The action contemplated by NSC _____ has been completed and periodic progress reports are therefore being discontinued."

If the bureau decides subsequent to the submission of a regular progress report that changed circumstances make further reporting unnecessary, such information should be sent to the NSC Executive Secretary by a memorandum using the form set forth above. All material described here should be cleared by the officer of the Counselor and transmitted through the Executive Secretariat.

5. Possible Enclosures to the Report

Although details generally should be avoided, in some instances it may be desirable to give a more detailed report on the implementation of the policy. It is the responsibility of the office or bureau preparing the report to determine when additional details are necessary or desirable. If so, they should be set forth in an enclosure to the report and may be on a paragraph-by-paragraph or other suitable basis for the information and guidance of the "working levels" of the various interested departments and agencies.

6. Covering Memorandum

The drafting officer should attach to the progress report a brief supplementary memorandum to the Secretary or Under Secretary whenever there is other information with respect to the subject of the report which is not appropriate for distribution to other agencies or which would assist in an understanding of the report.

7. Signature

Progress reports will, upon the determination of the Executive Secretariat, be signed by the Secretary or Under Secretary. Standard procedures for preparation of outgoing correspondence should be followed. The standard number of carbons (5) should be prepared and clearances from other interested bureaus and officers of the Department should be obtained and shown on the blue carbon. When the report contains actions by other departments and agencies, informal clearance on that part of the report should be obtained. After other clearances have been obtained, progress reports should be sent to the office of the Counselor and to the Deputy Under Secretary (G) for final review before being transmitted to the Executive Secretariat.

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I. Briefing Memorandum for the Secretary

Before each Council meeting, the Executive Secretariat will ask the staff assistants of areas having action responsibility for items on the agenda to have prepared a memorandum for the Secretary's use in his preparation for participating in the meeting. This briefing memorandum should be concise and should not reiterate the substance of the documents since the Secretary will read all documents for Council consideration. The memorandum may, however, call particular attention to those portions of the document which are of particular significance for his recommended approach at the meeting. It might include attitudes of other agencies which may be encountered at the meeting, reservations of the Department or selling points which are not contained in the document but which would assist the Secretary in his examination or discussion of the problem, and, if necessary, a succinct statement of important background information.

Drafting officers should prepare the briefing memorandum for the Secretary in consultation with the office of the Counselor and should obtain necessary clearances within the Department in order that it represents a departmental view. Two complimentary copies of the memorandum should be sent to the office of the Counselor, one to the Deputy Under Secretary (G), one to the Policy Planning Staff and in the event that there is joint responsibility for the policy statement, one copy to the Assistant Secretary of the other area involved. Staff assistants should review clearances before transmitting the memorandum to the Executive Secretariat for submission to the Secretary, but the original copy of the memorandum should be sent to the Executive Secretariat without waiting for comments from recipients of complimentary copies. It should be remembered that the briefing officers will have an opportunity in the oral briefing session described below to mention details not fully covered in the memorandum. Every effort should be made to forward these memoranda to the Executive Secretariat before noon on the Tuesday preceding the NSC meeting so that the Secretary will have ample time to read the briefing information in conjunction with the basic NSC documents to which it refers.

J. Briefing Sessions for the Secretary

NSC briefing sessions for the Secretary (usually scheduled at 2:30 before the 3:30 NSC meeting) are designed primarily to discuss with the Secretary the recommended departmental position, to supply him with additional supporting information or detail, and to suggest the type of approach which would best enable him to present the Department's viewpoint to the Council in the most favorable light. Because of the nature of these meetings, the Secretary has requested that the number of participants be held to a minimum. Upon invitation by the Executive Secretariat, the briefings are generally attended by the Deputy Under Secretary, the Counselor, the Director of the Policy Planning Staff, the Director of the Executive Secretariat, together with those individual Assistant Secretaries or appropriate departmental officers who have a direct interest in, or action responsibility for, the specific papers under Council consideration in any given week.

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K. Distribution to the Field

It is the responsibility of the area or bureau assigned action responsibility for an NSC policy to see affirmatively that necessary NSC information reaches all appropriate missions in the field. It is important to keep all missions currently informed of pertinent NSC decisions, and it is essential to provide missions with appropriate NSC documents in those cases where the Secretary has delegated to the field responsibility for implementing NSC policy decisions. A list of approved NSC papers is transmitted to all areas in the Department and is readily available to all staff assistants every 6 months. A determination can be made from this list regarding the necessity for transmission to the field of any papers for which each area is responsible. It should also be determined which NSC papers should be transmitted for information to selected missions in areas not having primary responsibility.

Since the Department has definite responsibilities regarding the United States representative to the North Atlantic Treaty Organization and the United States political advisers in the Allied Commands, it is necessary to provide these officers with appropriate NSC guidance. Transmission of NSC documents to the United States representative in the North Atlantic Treaty Organization and the United States political advisers to the Allied Commands should be handled in the same manner as indicated here for diplomatic missions.

In order to provide a central point in the Department for all information regarding overseas distribution of NSC documents, the following procedure will be followed:

Staff assistants or policy information officers should inform the Policy Reports Staff of all NSC material prepared for distribution to appropriate missions in the field, including the Supreme Headquarters of Allied Powers in Europe and the North Atlantic Treaty Organization. The Policy Reports Staff, in the course of its regular review of NSC policy decisions, will assist staff assistants and policy information officers by calling to their attention any NSC actions which it feels should properly be distributed to the field. Staff assistants should maintain records of all NSC papers or excerpts or abstracts thereof which have gone to the missions.

In discharging this responsibility, the responsible offices and staff assistants should examine carefully whether each recipient requires the whole NSC paper. It is felt that this will seldom be the case and that in the great majority of instances extracts from the paper and/or instructions based thereon, together perhaps with a summary of pertinent parts, will be sufficient. Whenever something less would suffice and the document in question is top secret, the NSC paper itself will not be sent. When a lower classification applies, similar appropriate security precautions should be observed depending on the circumstances. In all cases, consideration should be given to the desirability of having the responsible office interpret NSC papers (which are sometimes not entirely clear on detailed questions) and apply the policy to particular circumstances.

Responsible officers and staff assistants should also note, in connection with the preparation of instructions transmitting NSC material, that all copies or extracts of papers approved by the President which are sent to the field will be accompanied by a transmittal note stating that policies which are contained therein are approved governmental policy.

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L. Dissemination of National Security Council Information to Other Government Agencies

It is the function of the agency responsible for the coordination of an NSC document to ensure appropriate dissemination of the paper or extracts thereof to other agencies of the Government which are not members of the NSC. To fulfill this function on papers for which the Department of State is the coordinating agency, the bureau having action responsibility determines to which agencies the document or extracts should be sent. The Executive Secretary of the NSC notes on the covering memorandum of each document the original distribution that has been made to agencies other than statutory members or agencies directly responsible to the NSC. Extracts should be contained in, and copies of documents should be attached to, memoranda from the Assistant Secretary of the bureau or area having action responsibility and should be addressed to an appropriate officer of comparable rank in the other agency. Before transmission of extracts or copies of NSC documents to other agencies, the responsible bureau should first clear the transmitting memorandum with the Executive Secretariat in order that appropriate records can be maintained as to the location of all documents and extracts disseminated from the Department.

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APPENDIX A

DEPARTMENTAL PERSONNEL RESPONSIBLE FOR NSC WORK

Counselor's Office (C)

BOHLEN, Charles E. (Senior State Member)
Room 4119, New State
(X 3636)

WALMSLEY, Walter N. (Alternate)
Room 4116, New State
(X 3226)

SCHWARTZ, Harry (NSC Staff Assistant)
Room 4116, New State
(X 3226)

Executive Secretariat (S/S)

McWILLIAMS, William J. (Director of S/S)
Room 5131, New State
(X 5381)

SOHM, Earl D. (Chief of S/S-S)
Room 5013, New State
(X 4154)

VAN HOLLEN, Christopher
Room 5005, New State
(X 4820)

Policy Reports Staff (S/S-R)

KITCHEN, Jeffrey (Acting Chief of S/S-R)
Room 5269, New State
(X 5829)

In addition to the officers listed above, the staff assistants in each of the areas of the Department are responsible for distribution of NSC documents within their areas and for transmitting requests from their areas to the Executive Secretariat.

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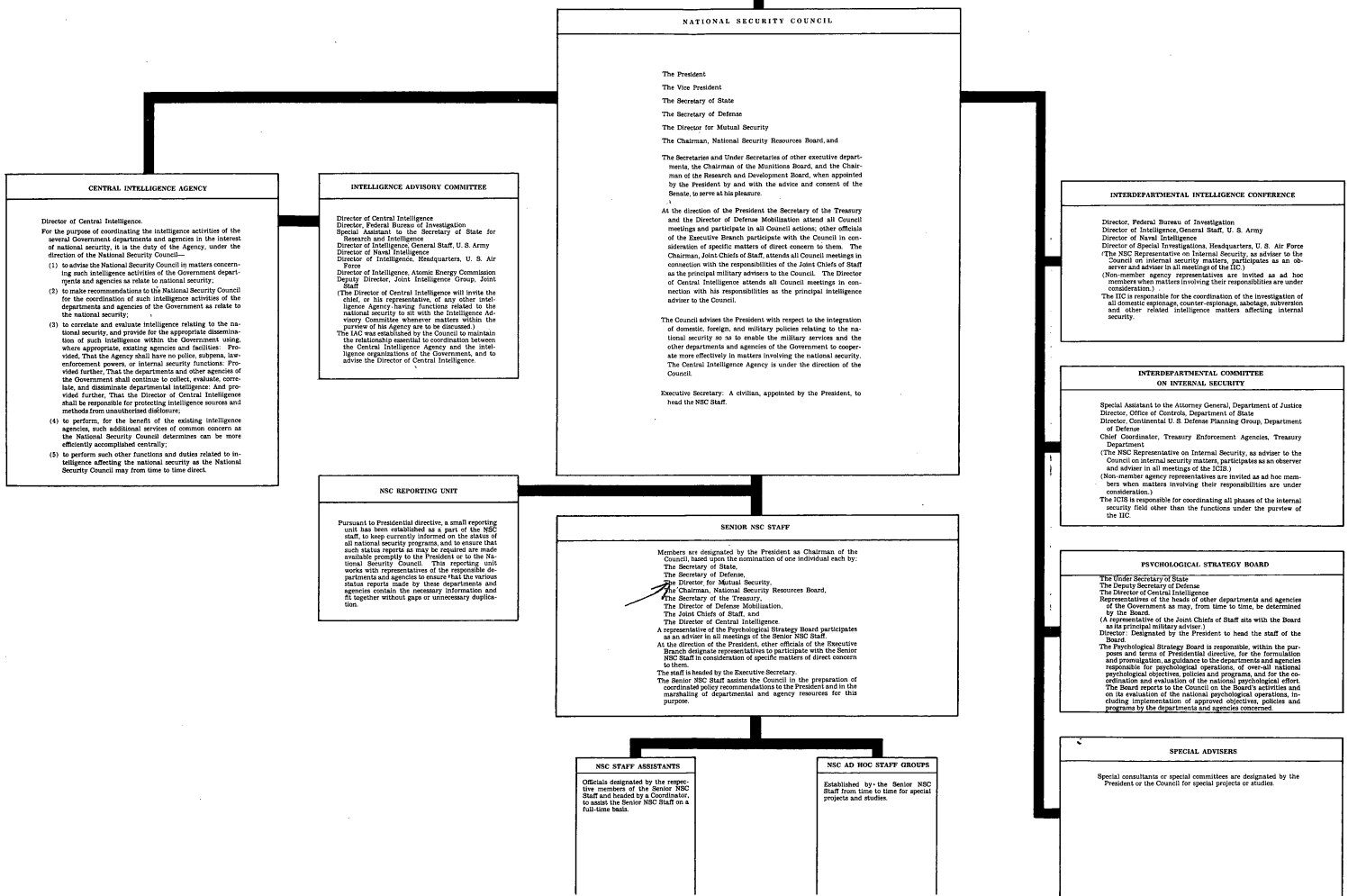
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APPENDIX B

Organization Chart of the National Security Council

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THE PRESIDENT

ORGANIZATION CHART OF THE NATIONAL SECURITY COUNCIL
March 15, 1952

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